

EXECUTIVE SUMMARY



***City of Riverside, California
General Plan 2010
Adopted September 13, 1994
Resolution No. 18572***



Introduction

The Riverside General Plan 2010 is a comprehensive update of the general plan of the City of Riverside, California. This document supersedes the City's previously-adopted General Plan which had been in force for more than two decades. The updated General Plan will serve as the principal policy document guiding the growth and development of Riverside for the next 15 to 20 years.

This executive summary provides a brief overview of the total General Plan and includes highlights of some of the more significant information contained in it. The summary will acquaint the reader with the basic scope and structure of the Plan—how it came about, its function, its organization and the significant issues which it addresses. For those requiring detailed knowledge of the City's development policies, the General Plan document itself and/or the Planning Department staff should be consulted.

Community Profile

Riverside is the largest city in inland Southern California and the seat of Riverside County. On the adoption date of the updated General Plan, the City encompassed more than 77 square miles and had a diverse population of more than 244,000. Beyond the corporate limits, Riverside has a designated sphere of influence which includes about 90 square miles. The General Plan "planning area" covers both the existing City and about 30 square miles of adjoining unincorporated land within its sphere.

Riverside is situated in an attractive natural setting of considerable physical diversity. Dry, steep and rocky hillsides contrast with more level urbanized and agricultural areas, often lush with irrigated vegetation. The climate is semi-arid having warm, dry summers and mild winters with occasional rainy periods. There are significant natural water courses with riparian vegetation which traverse various parts of the City; the Santa Ana River flood plain is a particularly important natural feature defining the northwesterly boundaries of Riverside.

Riverside was founded in 1870 and soon developed as an attractive, prosperous agriculture-based community as well as a winter home for well-to-do easterners. The early residents of the City had a strong interest in promotion of the arts and culture. That legacy has carried forward to the present.

Riverside was a major early center in the development of California's citrus industry. The two original parent navel orange trees were planted in the City. Riverside's role in the citrus industry is today honored by the presence in the City of the California Citrus State Historic Park.

Over time, the once agricultural economy has diversified into such activities as light manufacturing, distribution, construction, retail trade, finance, professions, education and government services of all types. Diversity characterizes the total fabric of the community. Within the City are a wide range of residential lifestyles, income levels, occupations and ethnic backgrounds.

Riverside has in recent years become physically less self-contained and increasingly a part of the total Southern California urban aggregation. Nevertheless, the City is expected to continue its strong leadership role in the cultural and economic life of the Inland Empire region. Riverside will be faced with the challenge of maintaining and enhancing its distinct identity and quality environment in the face the dynamic population and economic changes projected for Southern California in the next few decades.

Purposes of the General Plan



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Each city and county in California is required by State law to adopt a general plan. The plan is to be concerned with the establishment and implementation goals and policies regarding the maintenance and enhancement of the local community over time to achieve a living and working environment consistent with citizen desires.

The primary purposes of the General Plan are:

- To serve as the basic constitution for the City's development policies and processes
- To provide a definitive statement of the Community's aspirations for its own future
- To create an orderly and economic means to forecast and plan for future development
- To provide a framework to manage and/or develop the natural and manmade environments consistent with expressed community values, desires and character

The General Plan is not a static document. The administration of the Plan calls for annual reviews and five-year major updates. There is also a process for both the public and the City government to initiate amendments to the Plan, adjusting it to changing conditions and changing community needs.

Planning Heritage

The City of Riverside has a long history of community planning. Its Planning Commission was created in 1915, one of the first in the entire State. The City's first broad-based City-wide plan (the so-called Cheney Plan) again was one of the first in California and was adopted in 1928-1929. This early plan created a philosophical foundation which not only reflected past values but also expressed a vision which in many ways has been carried through subsequent plans to the present day.

Another planning milestone was the adoption of a comprehensive General Plan (the Livingston and Blayney Plan) adopted in 1969. That plan was subsequently expanded and amended incrementally to keep it current with State requirements. But by the late 1980's it had become scattered in several documents and was difficult to use. It had reached the end of its useful life. Preparation of the updated Riverside General Plan 2010 officially began in late 1989; the process culminated in the Plan's adoption by the City Council on September 13, 1994.

Contents of the General Plan

The Riverside General Plan 2010 consists of ten major sections. This executive summary provides a short review of the particular contents of each section in the paragraphs which follow.

I. INTRODUCTION

This first section sets the stage for the Plan by briefly describing what a general plan is and the requirements of State law. The specific content and structure of Riverside's General Plan is also described. A short glossary of some basic terms used in the Plan is included together with an exhibit showing the land areas covered by the Plan.

The Riverside General Plan contains the seven specific elements required by State Law:

- Land Use



- Transportation
- Housing
- Conservation
- Open Space
- Noise
- Safety

The Plan also contains an optional element covering topics of significance to local community lifestyles:

- Community Character

II. VISION FOR RIVERSIDE

The vision section expresses the essential land development philosophy on which the Plan is based. It includes a short vision statement which summarizes the overall intent and direction of the Plan as follows:

In the Year 2010, Riverside will continue to be a "Quality City" and a community of choice for residents, visitors and commerce. Diverse neighborhoods with distinct identities will provide a highly desirable living environment for people working in Riverside and in Southern California's other economic centers. The Downtown and other areas of economic activity will offer attractive locations for the growth of existing and emerging businesses and will provide employment opportunities for local residents. Throughout the City, its unique natural setting, high quality urban design, accessible open space and greenbelt areas, and diverse public services and amenities will give residents and visitors the sense of a "special" place which has successfully blended its agricultural heritage and historic past with its role as the preeminent economic and cultural center of the Inland Empire in the 21st Century.

Fourteen major planning concepts are stated in Section II which establish a means to attain the expressed Vision for Riverside. These major concepts provide the general basis for specific goals and policies of the various General Plan Elements. The concepts are enumerated below; the full text of the Plan explains them in more detail.

1. The City's natural resources — The Santa Ana River, the hillsides, mountains and arroyos — must remain as integral parts of the community's physical and aesthetic character and as distinctive visual boundaries separating Riverside from its neighboring communities.
2. The agricultural heritage of Riverside should be protected.
3. Downtown Riverside should continue to be the central focus for the City's commercial, governmental and cultural activities.
4. Distinctive gateways should clearly identify entrances into this City and help define its limits.
5. The viability of existing neighborhoods should be preserved and the unique character of each should be enhanced.



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6. Transportation corridors should link neighborhoods and centers within Riverside and should link Riverside with the region surrounding it.
7. The City intends to accommodate continuing, steady growth that is compatible with the community's character and resources; however, quality-related goals will be the dominant force influencing decisions related to growth and development.
8. Diverse employment opportunities should be available to Riverside's residents and the residents of surrounding communities.
9. The unique resources of Riverside's public and non-profit institutions should be the foundation for distinctive cultural, educational and economic centers within the Riverside community.
10. Riverside will take responsibility for meeting its share of the regional need for affordable housing.
11. Riverside's neighborhoods should celebrate diversity and offer residents a full range of choices in housing style, cost and neighborhood character.
12. Public services and facilities should be provided which are adequate to meet existing and future needs, which are appropriate to serve particular areas within the City, and which are timed to be available when development occurs.
13. The City will work with others to address environmental and growth management concerns of regional significance.
14. Outward expansion of the City's boundaries should occur in a way that applies major planning concepts, such as protection of neighborhood character and adequate service provision, to areas annexed into the City.

III. CONTEXT FOR PLANNING

This section summarizes detailed factual information which describes the nature of the City and its environs. Much of the information was presented in earlier baseline reports. Baseline studies inventory existing conditions in the community, both physical and cultural. This information provides a basic picture of the City's past and present. This sections contains a number of exhibits identifying features discussed under the various topics listed below.

●Land Characteristics	landforms, slopes, inundations potential, seismic risk
●Plant and Animal Resources	threatened and endangered species and habitats within the planning area
●Agricultural Resources	land and soils used or potentially suitable for agriculture
●Open Space	natural open spaces, parkland, trail and scenic highway linkages



●Historic and Archeological	historic buildings and sites, potential archeological and paleontological areas
●Air and Noise Pollution	existing condition, transportation sources
●Planning and Growth	settlement history, planning history, redevelopment
●Population	present numbers, characteristics, ethnicity
●Economy	components, employment, job-housing ratios
●Land Use Pattern	predominant land uses and their distribution: undeveloped, agricultural, residential, professional office, commercial, industrial, institutional
●Public Facilities	parks, libraries, fire stations, police, schools, potable water, sewer, energy, flood control, solid waste
●Transportation	streets and highways, levels of service, transit systems, rail service, bicycle and pedestrian routes, parking, airport
●Growth Projections	City forecast, region forecast

IV. THE PLANNING PROCESS

This section summarizes the planning process followed to prepare and adopt the General Plan. The process included significant public input, thorough analysis of baseline conditions, definition of alternative planning approaches and selection of a preferred approach which formed the foundation for the various elements of the Plan. The stages of the comprehensive update process were as follows:

Public Input Community Goals Conferences were held in 1989 at nine locations throughout the planning area. At the same time two public opinion surveys were made. A 19-member Citizens' Advisory Committee (CAC) was appointed which reviewed and made recommendations on various work products leading preparation of the draft General Plan document.

Baseline Assessment The City staff and consultants collected information, prepared maps and conducted other analyses to serve as the basis for plan development. This work included a detailed land use inventory and demographic analysis.

Plan Alternatives To define possible development alternatives, the CAC and technical staff analyzed population growth projections, development constraints, and varying land use patterns. A matrix of 45 possible future development scenarios was created based on five development pattern types at nine different population/employment levels. From these, three distinct representative scenarios were selected and analyzed in depth. The CAC from these scenarios synthesized a preferred land development alternative which was named "Quality



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City." The choice was ratified by City Council and the draft updated General Plan created based on this alternative.

The Quality City alternative envisions that the City will retain its current overall community character but continue to grow at a moderate rate. Quality development will be emphasize over rapid growth. The fourteen major planning concepts cited earlier express the character of Quality City. This scenario projects the following population and employment levels:

●2010 Population (Current City)	285,000
●2010 Employment (Current City)	183,000
●2010 Population (Total Planning Area)	313,000
●2010 Employment (Total Planning Area)	201,000

Environmental Review As required by the California Environmental Quality Act (CEQA), an environmental impact report (EIR) was prepared and processed in tandem with the draft Plan itself. The EIR included analysis of the draft General Plan based on the Quality City alternative. In addition, the three alternatives which had been analyzed prior to preparation of the draft Plan were analyzed under the EIR as well. In the course of the public review of the draft Plan, a major, unanticipated change in the proposed circulation system—the deletion of Overlook Parkway—was considered. A supplemental EIR on this issue was prepared and reviewed separately.

Public Review and Adoption Following completion of the draft General Plan in August 1991, the public review period began. Over the next five months the City Planning Commission held a number of public hearings recommended a variety of specific amendments to the draft Plan. During this same period the CAC likewise reviewed the Plan and forwarded its set of recommended changes to the City Council. Subsequently, the City Council conducted a series of public hearings from July 1992 until adoption of the updated General Plan on September 13, 1994. The EIR was concurrently certified.

V. RESOURCE CONSERVATION

This section contains two of the seven required elements of the General Plan: **Conservation and Open Space**. These elements deal with issues having a strong connection with the natural physical qualities of the City.

A word about the format of the General Plan elements: each includes text which provides necessary background information and identifies significant issues relative to the topic. The text is followed by a list of goals and policies. In many cases recommendations for implementation are given as well. The terms "goal", "policy" and "recommendation for implementation" (or implementation measure) are defined in the Introduction section.

The **Conservation Element** consists four sub-elements:

- Air Quality Emphasizes improvement of air quality by such means as reduction in long-distance commuting, reduction in vehicle work trip, more efficient, cleaner transportation systems, improved job/housing balance, etc.



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| ●Water Quality/Quantity | Seeks to ensure adequate water quantity and quality to meet future City needs while at the same time not negatively impact downstream users. |
| ●Natural Resources | Addresses preservation of natural landforms and wildlife habitats as positive features which help define the character of the City. |
| ●Energy | Emphasizes adequate, environmentally sensitive supply of energy to meet projected needs; encourages energy conservation. |

The **Open Space Element** consists of two sub-elements:

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| ●Open Space | Addresses the creation and preservation of ample open spaces, both natural and man-made to meet the recreational needs of the community and to enhance its overall quality. |
| ●Agricultural Preservation | Emphasizes the qualitative and economic benefit of the long-term preservation of significant blocks of agricultural land in the community, seeking proactive means to accomplish this end. |

VI. COMMUNITY ENHANCEMENT

This section contains the optional Community Character Element which is designed to support and maintain the community's existing character, to preserve related resources, to provide necessary cultural, social and recreational services and to preserve and enhance the City's economy. It focuses on those aspects of the Riverside community that make it a unique and desirable place in which to live, work, play and do business. Thoughtful attention to community character is essential to achieve the goals of the Quality City. The **Community Character Element** consists of the following sub-elements:

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| ●Community Character | Speaks to maintenance and enhancement of the City's unique identity and high quality image and also to creation of a positive environment for economic development. |
| ●Historic Preservation | Recognizes the historic background of the City, capitalizing on cultural and historic resources to preserve community identity and quality. |
| ●Cultural and Social Services | Emphasizes provision of necessary cultural and social service to provide a high quality living environment for all residents of the City. |
| ●Recreation | Addresses provision of a comprehensive system of City parks of a variety of sizes and uses to meet the needs of the future community. |



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- Economic Development

Pursues the creation of a healthy, diverse and balanced local economy, complimentary to the goal of providing a high quality environment for residents.

VII. GROWTH MANAGEMENT

This section includes five State-mandated elements which have a significant impact on development proposals: **Land Use, Public Safety, Transportation, Noise and Housing.**

The **Land Use Element** provides a plan for the distribution of a full range of land use types over the entire planning area to meet the future needs of the community. It seeks to assure that ample land will be available for such things as housing, industry, recreation, commerce and the like. The draft Plan establishes 25 categories of land use and includes density or intensity standards for the various land use types which are used to determine development potential at maximum build-out.

The arrangement of planned land uses is depicted on the Land Use Diagram (Exhibit 43). This plan is derived from historic development patterns and trends, compatibility relationships between various types of land uses, the availability of services, and the aspirations of the citizenry as to the kind of community it wishes to be. The Land Use Element contains four sub-elements:

- Land Use

Includes the Land Use Diagram (described above) as well as goals and policies which speak to the orderly development of the City over the next two decades; the land use plan implements the vision of moderate growth with a strong emphasis on quality, diversity and continued leadership in the subregion.

- Water and Wastewater

Emphasizes provision of adequate water and sewage disposal systems to meet projected needs in an efficient, timely and responsible manner.

- Stormwater Drainage

Addresses the flood protection infrastructure needs of the community and includes the related topics of pollution prevention and joint use of flood control facilities for recreation and aesthetic purposes.

- Solid/Hazardous Waste

Seeks to provide for the long-term needs of the community to dispose of its solid and hazardous wastes.

The **Public Safety Element** addresses a variety of public safety issues; it includes goals and policies relative to protection from seismic, flood and fire hazards as well as crime. It sets emergency response standards and stresses preventative measures. Fire stations should be located to provide primary and secondary service to urbanized areas within 1.5 and 3.0 miles respectively. The police service response time objective is within 5 minutes for priority 1 (life-threatening) calls and 12 minutes for priority two (burglary not in progress, petty theft, shoplifting, etc).

The **Transportation Element** is another of the more significant components of the General Plan in terms of impact on future development. The element deals with a variety of transportation modes but particularly concentrates on the planned traffic circulation network. This is depicted on the Streets and Highway Diagram (Exhibit 52). The street system has been planned to accommodate



the projected needs of the community based on the planned land use pattern. The element encourages the development and use of alternative transportation means but recognizes continued dependence on private automobiles as the principal transportation mode.

The **Noise Element** identifies portions of the planning area susceptible to high noise levels, sets noise exposure standards and seeks to minimize noise impact on residents via land use location and development policies.

The **Housing Element** was developed and adopted in 1989 independently of the comprehensive General Plan update. It is certified by the State until 1996. The General Plan document summarizes the goals and policies of the Housing Element. The full text of the element included in the Appendices of the Plan.

VIII. AREA PLANS

The General Plan includes two categories of area plans: **community plans** and **specific plans**. For convenience of analysis and to address the special needs or concerns of certain geographic areas, the total planning area is divided into 25 subareas or "communities" which are depicted on Exhibit 1 of the General Plan. Many of these encompass areas historically recognized as distinct communities or neighborhoods and which have been the subject of past planning studies. Generally, plans which have been previously adopted for various subareas are more detailed but are nevertheless consistent with the updated General Plan.

Community Plans Several subareas have currently adopted community plans which have been developed in past years. As a part of the update process these have been analyzed, reformatted and incorporated into the draft General Plan. All pre-existing community plans have been superseded by the community plan text of the Riverside General Plan 2010. The community plans contained in the General Plan are:

- Arlanza/La Sierra
- Arlington
- Arlington Heights
- Casa Blanca
- Downtown
- Eastside
- Magnolia Center
- Northside

Specific Plans Several subareas contain adopted or pending specific plans. Specific Plans are usually highly detailed and often include special development and land use standards which supersede both the General Plan and the Zoning Ordinance. Most of the adopted specific plans coincide with subareas of the same name as depicted on Exhibit 1 of the General Plan. A few, however, are portions of larger subareas or communities.

The draft General Plan summarizes the significant features of the adopted specific plan, utilizing a consistent format. Nevertheless, each adopted specific plan remains in full force as presently adopted unless subsequently rescinded or amended. To determine the impact of a particular specific plan on a given property, it is necessary to consult the adopted specific plan document(s). The adopted specific plans are:

- Canyon Springs



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- Hawarden Hills
- Hunter Business Park
- La Sierra
- Lusk Highlander
- Mission Grove (Alessandro Heights)
- Orangecrest
- Riverside Auto Center
- Riverside Marketplace
- Sycamore Canyon
- Sycamore Canyon Business Park
- University Avenue
- Victoria Avenue

IX. PLAN IMPLEMENTATION

The implementation section discusses numerous techniques potentially available to the City of Riverside for implementation of its General Plan. Also included are matrices which cross-reference the stated goals of the Plan to their corresponding implementation measures and vice versa. Broad implementation categories include:

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| ● Development Review | Phasing and capacity of public facilities and services, subdivisions, zoning administration, design review, environmental review, building permit process, development agreements |
| ● Redevelopment | Property rehabilitation, street improvement, development of vacant land, demolition, affordable housing, job creation |
| ● Annexations | Inclusion of land under City development control, provision of City services |
| ● Area Plans | Refinement of land use goals, policies and controls for specified geographic areas; facilitation of desirable development |
| ● Public Investment | Public funding of desired improvements and programs |
| ● Community Involvement | Public information, public hearings and forums, Council-appointed citizen boards and commissions |
| ● City Programs | Demonstration program by City as major corporation and employer |
| ● General Plan Review | Quarterly amendment process, annual reviews |

Within these categories are numerous potential individual programs. Several specific implementation measures are suggested.



X. APPENDIX

The Appendix contains substantial detailed technical materials which support the General Plan. Topics covered include:

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| ●Glossary (Appendix A) | Collection of significant terms used in the General Plan and their definitions |
| ●Housing Element (Appendix B) | Full text of the adopted Housing Element—a summary is contained in Section VII. of the General Plan |
| ●Air Quality (Appendix C) | Technical support information for the Air Quality sub-element of the Conservation Element contained in Section V. of the General Plan |
| ●Noise (Appendix D) | Technical support information for the Noise Element contained in Section VII. of the General Plan |
| ●Plan Preparation (Appendix E) | Population and employment projections, traffic analysis performed by SCAG, cross-reference table of General Plan elements to State-mandated elements |
| ●Area Plans (Appendix F) | Excerpts from various community plans: Arlanza/La Sierra, Arlington, Arlington Heights, Casa Blanca, Downtown, Eastside, University |
| ●Hazardous Waste (Appendix G) | Excerpts from the Riverside County Hazardous Waste Management Plan in which the City participates |

